INTRODUCTION
Planning, as a technique of management has become very popular and also essential in day to day life of every human being. The concept of national planning attracted all countries of the world. The founding fathers of the Constitution of India, resolved to constitute India into a Socialist, Secular and Democratic country, simultaneously, providing Economic, Social and Political justice to all citizens. Nehru, the socialist Prime Minister and the first Chairman of Planning Commission, aimed at 'growth with justice'. India being the largest democracy of world is making every effort to ensure the participation of all sections of the society in the development process through planned economy.

There is a paradox in India's development. At a time when the country is giving serious thought to developing information technology, and going consumer oriented items for the interest of a minority group, the rural poor who constitute majority are deprived of their basic needs like drinking water, housing, employment etc. Though, it will not be advisable to stop the development of the advanced class and concentrate for the upliftment of neglected mass, rather development at both levels should go side by side and the basic human needs should get highest priority. Development should mean the development of all sections in all fields. The ideal of democracy
will be well realised only then when it ensures the widest possible participation of the people in decision-making and planning for the country. In the pluralistic and caste-ridden society like ours, if the interest of the majority is not safeguarded through larger participation then it would lead to domination and exploitation by a minority group, leaving no scope for the majority to move forward. It is high time that, the philosophy and priorities of the planning should be realised.

In India, the Scheduled Castes, Tribes and Backward classes constitute majority. However, the assets and resources possessed by the majority is proportionately less than the minority. Among them, the tribals are the most neglected and in vulnerable position. From the days of British rule, they were kept isolated from the mainstream society. Even after independence, in the name of culture, they were kept isolated with so many restrictions, as a result they developed a feeling of difference and inferior complexity. The effort of Indian government to develop the tribals made them rather more dependent on government programmes. They are lacking the self-confidence to compete with the mainstream people. They were taught to eat the fish but not taught how to catch the fish.

During the first phase of tribal development, starting from 1951 to 1974, a series of programmes were initiated from time to time. The
significant among them were-Community Development programme, National Extension Services, Special Multipurpose Tribal Blocks (Later converted into Tribal Development Blocks), Tribal Development Agencies etc. The main objective of the above schemes were to involve the tribal people in the development process. However, the Centralized Planning model did not give scope to planning bodies below the state level. It was during fourth plan, the Planning Commission realised the need of district planning. However, the State Planning Authorities left little scope to the District Planning Boards to formulate the district plans. In the Fifth Plan period, the state governments strengthened the District Planning Boards.

The planning process in India failed to understand the genesis of poverty and adopted a sectoral approach continuing the objectives of planning to a "higher growth rate". Planning was thus limited to the development of some infrastructure in some limited pockets leading to the widening of regional inequalities. Both the CD blocks and the TD blocks were mainly developmental in outlook, lacking in specific needs of the tribal population. On account of more advanced social and educational background, the general community took much greater advantage of this programmes than the tribal communities.
After repeated recommendations from various committees on tribal development like Scheduled Areas and Scheduled Tribes Commission (headed by U. N. Dhebar), Shilu Ao Committee etc, the government did not take steps to implement the reports and handle the problems of land alienation, indebtedness and educational backwardness.

Important programmes like Special Tribal Development Agency (TDA), Small Farmers Development Agency (SFDA), and Marginal Framers and Agricultural Labourers Agency (MFALA) were launched during Fourth Plan. Eight special TDAs were started in Andhra Pradesh, Bihar, Madhya Pradesh and Orissa, covering the activities of agriculture and allied sectors, communication and counter-exploitative endeavour of the anti-social elements. However, this programme failed because of the deficiencies in planning and administration, both organizational and financial and lack of coordinated approach to ensure the flow of funds into several sectors.

Both the SFDA and MFALA merged into SFDA in 1975 and Integrated Rural Development Programme (IRDP) replaced the SFDA during 1978-79.

The Tribal Sub-Plan (TSP) was introduced within the state plan on the eve of Fifth Five Year Plan. As the problems of the tribals were
heterogeneous and all the community were not at the same level of development, the TSP approach envisaged multi-level planning at macro, meso and micro levels, representing the total development effort in the identified areas with the help of resources pooled from outlays from state plans, investment by Central Ministries, Special Central Assistance and Institutional Finance.

The Janata government failed to implement the Asoka Mehta Committee report, as it did not last long. The Working Group of 1978 headed by R. N. Haldipur, strongly recommended for the implementation of block-level planning. Again in 1984, the C.H. Hanumantha Rao Committee recommended for effective district planning.

One of the Prime Ministers of our country openly admitted that, only 15 paise out of one rupee is reaching to the grassroot. To empower the rural mass, Rajiv Gandhi brought the Panchayat Bill in the Parliament, but failed to get the approval of Upper House. His dream was made into reality by the congress ruled government in 1992, in the form of 73rd Constitutional Amendment Bill. It prescribes reservation in the panchayats for the SC/STs, Backward Classes and Women, to make them involve in the development process and decision-making.
It is a basic requirement in the planning of developmental programmes for the tribal areas that the schemes should be adapted to meet the felt needs of the tribals. During the days of centralized planning, the plans formulated were somehow out of focus. It also brought wide disparities among the tribes instead of connecting the existing imbalances. The benefits were gone to the more advanced sections of the tribes. The TSP is supposed to take care of the individual welfare of the tribes and pay greater attention to the inaccessible regions. The TSP covered 75 per cent of the ST population through ITDPs by the Sixth Plan. The planning process of TSP is a mix of beneficiary-oriented infrastructure and human resource development programme, with the objective of assisting to 50 per cent of ST families to enable them to cross the poverty-line. No doubt, the TSP approach has brought a significant change in the living standard of the tribes, but in comparison to non-tribals, tribals are much behind. This is because, the ITDPs/ITDAs are just a funding agency and the block agencies are to implement and execute the programmes for the STs. The Block agency has no time or little time to go into the tribal problem, because it has to look after the general rural development as well.

The guiding principles of the Seventh Plan was enunciated as growth, equity, social justice, self reliance, improved efficiency and
productivity. Stress was on faster movement towards social justice and sharper focus on employment and poverty alleviation. When the Eighth Five Year Plan was launched, the country was preparing to go for liberalization and globalization of its economy. The role of the Planning Commission was redefined, gradually moving towards indicative planning from a highly centralized planning system. The objectives of the Eighth Plan was to achieve near full employment by the turn of the century, complete eradication of illiteracy and scavenging, population control, develop and diversify agriculture, strengthen the infrastructure such as energy, transport, communication, irrigation, drinking water etc.

To fulfill these objectives, the Eighth Plan was to concentrate on the need for (a) continued reliance on domestic resources for financing investment; (b) increasing the technical capabilities for the development of science and technology; and (c) modernization and competitive efficiency so that the Indian economy can keep pace with and take advantage of global developments.

The Eighth Plan recognizes the essential need to involve people in the process of development. In the process of development people must 'operate' and Government must 'cooperate'. Therefore, for the first time a new dimension was given to achieve these objectives by
the adaptation of institutional approach. The Planning Commission
worked out institutional strategies to strengthen various people's
institutions at the district, block and village level in order to
synthesize the purposes of investment, envisaged in the central plan
with optimization of benefits at the grass roots level by relating these
programmes to the needs of people. Panchayats and Nagar Palikas,
elected by the people, will have to play a larger role in formulating and
implementing the developmental projects in their areas.

Review of Literature

People's participation in the planning process in general and
tribals' participation in the development programmes in particular is
the main focus of this study. The government programmes like C.D.
programmes, Panchayati Raj and TD blocks failed to invoke the
people's participation and their cooperation at a wider level.

There are so many theoretical as well as empirical works on the
planning process, development, various aspects of Tribes and
participation. The works of L.P.Vidyarthi, B.D. Sharma, Bhupinder
Singh, B.K. Roy Burman, M.G. Kulkarni, P. C. Mahapatro, A. H.
Hanson, Charles Bettelheim, Sukhamoy Chakravarty, Ashok R.
Basu, Noorjahan Bava, S.N.Jha, Kuldeep Mathur, P.R. Dubhasi,
Kamta Prasad, Hari Mohan Mathur etc are to name a few.
The study of P.C Mahapatro (1987) was on Koraput, which found that the cropping pattern of tribals was highly traditional and for personal consumption only. He concluded that the 'problem of tribal indebtedness was a product of primitive existence, social extravagance and market inadequacy'. The land alienation had been found as the single major factor for reducing the tribals to the status of landless labourers. The work of Mander Singh Harsh (1981) was also on land, indebtedness and consumption pattern of the tribals in Kalahandi district. It shows that the land distribution was highly unequal. So, the tribals do practice shifting cultivation. It was found that the tribals do take land on lease and borrow money from the Caste-Hindu landlords and the purpose of loans are purely unproductive in nature. The study found that, the tribals of Kalahandi hardly take any milk as the cows were yoked to the plough and their staple diet was ragi and some other coarse millets, supplemented by rice. However, the works of Ajit K.Singh et al. (1998), Walter Fernandes (1988), the B.K.Roy Burman Commission (1982) and many others admitted that tribals do practice shifting cultivation, but they(all authors) held responsible to the industrialization process and private contractors for deforestation.

The study of M.G. Kulkarni (1974) is about the occupational pattern, socio-economic profile and agricultural problems of the
tribes. It suggested for an effective administration to solve all the problems. A.N. Acharya (1974) talks about the Right of the tribals over land. He suggested for optimum utilization of land and water resources and to provide subsidiary occupations and employment facilities to encourage settled agriculture. He was of the view that, 'infrastructural development and development of the tribes is the only way to eliminate exploitation by money lenders and middlemen'. A.K. Chanda (1977) and Bhupinder Singh and S.L. Batra (1994) found that the problem of indebtedness and money lenders in the tribal areas was very high. Chanda suggests that the cooperative and government institutions be made better to facilitate the loan to the tribes. Singh and Batra found that the loans taken by tribals are for un-productive purposes.

implementation of the plan is most essential. Khan held responsible to the policy makers for the economic and regional imbalances. To him, because of the obsession of the policy makers with capital input and investment and failure to think of ways for the utilization of abundant human resource, regional imbalances emerge. According to B. D. Sharma, 'at the level of ITDP, the principles of planning have to be suitably applied for solving the problems of the area attending the pressing needs of the people and devising a growth path which harmonizes the numerous elements at different levels'. The work of Kamta Prasad focuses on the effective planning at the grass roots level. To him, the planning should bear adequate degree of people's participation.

B.A. Chansarkar, Mary Parmar, and M. K. Mohanty suggested for 'multi-level planning'. Jose Kananaikil raises some questions on planning, like What was the aim of planning in India ? Who plan and for whom do they plan ? What attention do the poor, disadvantaged receive from planning ? Is the planning process leading us in the right path ? etc. Vidyarthi felt that, planning and implementation of tribal development be carried out properly with evaluation and assessment. Development of the country lies at the development of all sections of the society. So, Ashok R Basu strongly believed that, development strategy of tribal communities has to be linked up with
the developmental strategy of the nation. Special emphasis in his book has been made on conceptual framework of tribal development, special programmes in the field of tribal upliftment and personnel for development administration, monitoring and evaluation. M.A. Quraishi discusses the problems of development of the tribals in the context of the Five Year Plans. He found that the benefits of the TD block was not available to all the tribals because the approach itself was not holistic. He also suggested for enlargement of area development for the inaccessible and forest areas. He emphasized upon active participation and substantive contribution of funds from state governments.

Hari Mohan Mathur cautions that unless anthropologists, who are most knowledgeable about the poor, are closely associated with the decision-making concerning their future, the development plans will continue to bypass them, producing no change whatever in the lives of millions in rural area. Singh and Batra held responsible to the urbanization and industrialization process for the price-hike in tribal areas and displacement leading to acute poverty.

Many authors like Noorjahan Bava, Kamta Prasad, Chansarkar etc. and the reports of Balvantray Mehta, Block Level Planning (1978) and Asoka Mehta Committee suggested for the active participation of
the citizens in the development process. The work of Bava is a pioneering one, which raised a number of policy issues. She not only focuses on people's participation in large scale but also tries to find out the factors like socio-economic, politico-administrative, psycho-cultural etc. which affect the 'participation' in development process.

The attempts made by the above scholars on planning, development and various aspects of tribal life provide valuable guidance for further studies. However, most of the works are very general and the issues are dealt separately without any interlinkages between these issues. In view of this lacunae, my study is very important and essential, because I have taken planning and development in relation to the tribes, which is an inter-disciplinary approach.

**Objectives of the Study**

The study aims at discussing the experience of Indian planning vis-à-vis the tribes, within an analytical framework to derive lessons for the future. It also intends to examine the response of the tribal people and their participation in the development process.

Thus, the objectives are as follows:
1. To make a critical review of the schemes and programmes on tribal development and other anti-poverty programmes;

2. To examine the process of planning for tribal development and the relationship among various institutions at different levels;

3. To assess the case for people's perception and their participation in the development programmes;

4. To examine to what extent the socio-economic and administrative system operating in tribal areas is in harmony with the interest of the rural poor; and

5. To suggest a better methodology and organizational set up for the planning process at the TSP level.

**Methodology**

The methods used for this study are historical and analytical as well empirical. ITDA Koraput was taken for an intensive study of development programmes in relation to people's perception and their participation. Since ITDA Koraput was very large, it was not possible for an individual scholar to go in full detail study of all Tribal Development (TD) Blocks which numbers nine. So, I proportionately stratified the sampling and selected only 2 TD blocks- Lamataput and Dasmanthpur. I chose 4 GPs from each TD blocks and 2 villages from each GP. Again I selected 15 households from each village. So total sample became 240.
The data for this study were obtained from primary as well secondary sources. The primary data consists of the interview of tribals, concerned officials, and people's representatives of village, block and district panchayats. A structured questionnaire was administered for conducting the field survey of the tribal households. The main purpose of the sample question was to collect necessary information on socio-economic conditions of the people, infrastructural facilities of the villages and awareness toward development programmes.

The questionnaire was pre-tested and revised in the light of field situation. I explained the tribals in Oriya as well Desia language as the questionnaire was prepared in English. During my field investigation I stayed in the villages. A personal discussion was taken place with the officials concerned and people's representatives.

The secondary source of information was collected from Block offices, District Statistical Office, ITDA office etc. I also consulted libraries, and past surveys, studies, books and journals and newspapers relating to the field of study.
Chapterisation

After the data collection, coding and data processing was done. Based on the study and review of existing literature on the area of study and analysis of primary data, the study report has been divided into six chapters (including introduction and conclusion).

The introduction chapter deals with the problem, objectives, review of literature, methodology and limitations.

The first chapter is dealing with the planning process in India vis-à-vis people's participation.

The Second chapter is the review of all the programmes on tribal development starting from independence till the eve of Tribal Sub-Plan, i.e., 1974.

The third chapter deals with the second phase of tribal development, i.e., Tribal Sub-Plan in India and specific to ITDA Koraput.

The fourth chapter is based on the data on socio-economic conditions of the sample households, infrastructural facilities available in the studied villages, awareness level of tribals on various development programmes and the findings. Conclusion chapter is all about the summary and suggestions. The study also includes a long list of bibliography.
Limitations of the study

The present study is essentially a micro study confined to 16 villages of two TD blocks, covering 240 households. So, the sample is very small.

Most of the sample villages are not connected with metalled roads, so communication was a big problem. Since I had gone in the winter season, walking all the ways with baggages full of winter clothes and questionnaire etc. was really tiresome job.

Since it was harvesting season, all the adult members were going to field and returning in the evening. Since there was no electricity in many villages and the tribals were not having a lantern also, it was not possible to write in the dark. So, I was going to the field with the people, where they were working as well as replying to my questions.

Usually the political workers give money to the tribals for drinking and smoking. So, after replying to my queries, they were asking for money from me. Even after giving my introduction they were of the view that, I was the government agent sent by the government to do their welfare. They were coming to me in the night with their personal problems. It was a great experience to share with the tribals.